

## Message Text

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ACTION ARA-14

INFO OCT-01 ISO-00 DEAE-00 CIAE-00 INR-10 IO-14  
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FM AMEMBASSY LA PAZ  
TO SECSTATE WASHDC PRIORITY 947

UNCLAS SECTION 1 OF 3 LA PAZ 4178

E.O. 11652: N/A  
TAGS: SNAR, BL  
SUBJECT: BOLIVIA'S INTERNATIONAL NARCOTICS CONTROL PROGRAM -  
FY 1980

REF: STATE 96049

### 1. SUMMARY NARRATIVE

#### A. COUNTRY GOALS

THE GOALS OF THE PROGRAM ARE TO REDUCE BOLIVIAN ILLEGAL EXPORTS OF COCAINE AND COCA LEAVES WHICH SUPPLY THE US MARKET FOR COCAINE AND, IN THE LONGER TERM, TO REDUCE BOLIVIAN COCA PRODUCTION TO THAT REQUIRED FOR LEGAL DOMESTIC CONSUMPTION AND EXPORTS.

BOLIVIAN LAWS AND INTERNATIONAL COMMITMENTS ARE IN SUPPORT OF THESE GOALS, BUT THE GOVERNMENT DOES NOT HAVE THE RESOURCES TO MOUNT A SUCCESSFUL ENFORCEMENT EFFORT OR TO ESTABLISH ECONOMIC AND SOCIAL CONDITIONS IN THE COCA-GROWING AREAS WHICH WOULD STIMULATE PRODUCTION OF OTHER CROPS TO REPLACE COCA. COCA IS PROFITABLE AND HAS BEEN GROWN FOR CENTURIES. BOLIVIA HAS THE LOWEST PER CAPITA INCOME IN SOUTH AMERICA, AN ILLITERACY RATE OF 31 PERCENT AND IS ONE OF THE TOPOGRAPHICALLY MOST DIFFICULT TERRITORIES TO CONTROL. IN THIS ENVIRONMENT, RESOURCES  
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MUST BE COMMENSURATE WITH THE ABSORPTIVE CAPABILITY OF LOCAL INSTITUTIONS TO USE THEM EFFECTIVELY, WHICH LIMITS THE PACE AT WHICH US GOALS CAN BE ACHIEVED. FULL COOPERATION OF THE GOB AND THEIR SHARING OF OUR GOALS IS ESSENTIAL TO THE SUCCESS OF THE PROGRAM. THE US HAS HAD SUCH COOPERATION, THOUGH OUR WORKING RELATIONS HAVE NOT BEEN ENTIRELY FREE OF PROBLEMS, AND FULL COOPERATION MAY BE EXPECTED FROM THE NEW GOVERNMENT

WHICH WILL TAKE OVER FOLLOWING ELECTIONS IN JULY.

THE EMBASSY DOES NOT FORESEE MAJOR CHANGES IN THE THRUST OF THE PRESENT PROJECTS, AS THEY ARE NOW STRUCTURED IN FY 81 AND 82. WE WILL, HOWEVER, PERIODICALLY HAVE TO ASSESS THE DEPTH OF THE BOLIVIAN COMMITMENT, ESPECIALLY WHEN IT COMES TO PHYSICALLY RESTRICTING NEW COCA PLANTINGS. FOR FY 81 OR 82, THE EMBASSY AND THE GOB MAY WISH TO EVALUATE THE PRACTICALITY AND EFFECTIVENESS OF AN ADDITIONAL POLICY; THE PURCHASE OF THE ENTIRE COCA

CROP BY A GOB ENTITY. WHETHER SUCH A POLICY WOULD BE A VIABLE ADDITION TO THE PROGRAM WOULD DEPEND ON PROGRESS BOTH IN GOB ENFORCEMENT AND IN AGRICULTURAL DEVELOPMENT IN THE COCA-GROWING AREAS.

#### B. SPECIFIC PROJECTS AND MAJOR OBJECTIVES

NOTE: THE EMBASSY HAS LISTED NARCOTICS CONTROL AS PROJECT A AND AGRICULTURAL DEVELOPMENT IN COCA ZONES AS PROJECT B. THERE IS, HOWEVER, NO REAL PRIORITY BETWEEN THE TWO AS THEY ARE DESIGNED TO COMPLEMENT EACH OTHER IN ACHIEVING OUR GOALS. NEITHER PROJECT, OF ITSELF, WOULD ACHIEVE THOSE GOALS.

#### PROJECT A

NARCOTICS CONTROL PROJECT: PROJECT 511-7270

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#### GOALS:

TO EXPAND THE GOB NATIONAL NARCOTICS DIRECTORATE (DNSP) CAPACITY (A) FOR EFFECTIVE NARCOTICS INTERDICTION AT ALL LEVELS (AIRPORTS, BORDER POINTS, PROCESSING LABORATORIES AND POINTS OF SALES), (B) TO DISRUPT MAJOR TRAFFICKING NETWORKS AND APPREHEND MAJOR VIOLATORS, (C) FOR THE CONTROL OF NON-REGISTERED COCA CULTIVATION, (D) FOR CONTROL OF COCA PRODUCTION; AND, (E) FOR CONTROL OF THE MARKET FLOW OF COCA LEAF USED FOR THE ILLICIT MANUFACTURE OF COCAINE.

#### OBJECTIVES:

GEOGRAPHIC COVERAGE BY DNSP NARCOTICS OFFICERS IN 19 LOCATIONS THROUGHOUT THE COUNTRY BY NOVEMBER 1978. LOGISTIC AND COMMUNICATION SUPPORT ESTABLISHED IN ALL 19 LOCATIONS BY NOVEMBER 1979. NARCOTICS INFORMATION GATHERING AND ANALYSIS UNITS OPERATING IN THE MAJOR REGIONS BY NOVEMBER 1978. CONTROL AND SURVEILLANCE OF INTERNATIONAL AIRPORTS BY DECEMBER 1978. REGISTRATION OF ALL MERCHANTS AND MIDDLEMEN DEALING IN COCA COMPLETED BY AUGUST 1978 AND THEIR ACTIVITIES EFFECTIVELY MONITORED BY JANUARY 1979.

CHECKPOINTS IN KEY AREAS ESTABLISHED AND CUNTIONING  
TO CONTROL AND MONITOR THE FLOW OF COCA THROUGH NORMAL  
MARKETS BY JANUARY 1979.  
PLANS FOR THE ELIMINATION OF ILLEGAL COCA CULTIVATION IN  
UNREGISTERED LANDS PUT INTO EFFECT BY JANUARY 1979.  
DNSP NARCOTICS IN-COUNTRY TRAINING CAPABILITY ESTABLISHED  
BY JUNE 1979.

PROJECT B  
AGRICULTURAL DEVELOPMENT IN COCA ZONES: PROJECT 511-7271

GOALS:  
AN OVERALL GOVERNMENT OF BOLIVIA PROGRAM FOR DIVERSIFICATION OF  
AGRICULTURAL PRODUCTION AND FOR DEVELOPMENT IN THE MAJOR  
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COCA PRODUCING AREAS OF BOLIVIA WHILE A PROGRAM TO MINIMIZE  
THE ILLEGAL PRODUCTION, EXPORT AND USE OF COCA AND COCAINE  
IS DEVELOPED.

OBJECTIVES:  
TO DEVELOP AND TEST VIABLE ALTERNATIVES AGRICULTURAL PRODUCTION  
PACKAGES TO DETERMINE THE AGRONOMIC, ECONOMIC AND SOCIO-CULTURAL  
FEASIBILITY OF AN EXPANDED COCA CROP DIVERSIFICATION PROJECT  
IN THE YUNGAS AND CHAPARE ZONES OF BOLIVIA. TO DEVELOP AND  
TEST AGRICULTURAL MARKETING AND AGROINDUSTRIAL PROPOSALS FOR  
THE ZONE WHICH WILL LEAD TO DEVELOPMENT OF MARKETING INFRA-

NOTE BY OC/T: REFERENCE AS RECEIVED.

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STRUCTURE AND VIABLE DOMESTIC AND EXTERNAL MARKETS FOR THOSE PRODUCTS SERVING AS ALTERNATIVES TO COCA. IN ORDER TO REALIZE THE MAJOR PROJECT OBJECTIVES, THE FOLLOWING SUB-OBJECTIVE ACTIVITIES HAVE BEEN SET FOR FY 1980.

A FELT NEEDS STUDY TO DETERMINE SMALL FARMER'S PRIORITY NEEDS AND THE TYPES OF ASSISTANCE REQUIRED TO YIELD NEAR TERM BENEFITS FOR THE POPULATION IN THE TWO ZONES. THE STUDY WILL BE COMPLETED IN THE LAST QUARTER OF CY 1978 AND A PRIORITY LIST OF COMMUNITY SERVICE PROJECTS TIME-PHASED FOR IMPLEMENTATION THROUGH FY 1980 FROM OTHER FUNDS AND PROJECTS.

A SMALL FARM PRODUCTION SURVEY AND A SOCIO ECONOMIC SURVEY TO DETERMINE TOTAL OUTPUT OF COCA AND OTHER AGRICULTURAL COMMODITIES IN THE ZONES, COSTS, RETURNS, CULTURAL PRACTICES, LEVELS OF LIVING, AND ALTERNATIVES. THE SOCIO ECONOMIC SURVEY WILL BE COMPLETED LATE IN CY 1978. THE PRODUCTION SURVEY WILL BE COMPLETED IN FY 1980.

A ONE YEAR COFFEE PRODUCTIVITY AND SANITATION CAMPAIGN IN THE YUNGAS TO EDUCATE FARMERS ON PROPER DISEASE CONTROL, PRUNING METHODS, AND OPTIMUM AGRONOMIC PRACTICES NECESSARY TO INCREASE COFFEE PRODUCTIVITY. THE CAMPAIGN WILL BE COMPLETED IN FY 1978, BUT PRODUCTIVITY AND TOTAL PRODUCTION INCREASES WILL BE ANALYZED PERIODICALLY AS NEEDED MARKETING IMPROVEMENTS ARE PLANNED IN THE FY 1979-1980 PERIOD.

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A TWO YEAR CACAO PRODUCTIVITY AND SANITATION CAMPAIGN, SIMILAR IN SCOPE TO THE COFFEE CAMPAIGN IN THE CHAPARE AND YUNGAS. SPECIFIC ACTIVITIES EMPHASIZED ARE DISEASE CONTROL, SEED MULTIPLICATION AND EXTENSION ACTIVITIES. THE PROGRAM WILL END IN FY 1980.

AGRICULTURAL RESEARCH ON ALTERNATIVE CROPS AT THE SAN PEDRO AND SAPECHO (YUNGAS) AND LA JOTA AND CHIPIRIRI (CHAPARE) EXPERIMENT STATIONS, INCLUDING EXTENSION DEMONSTRATIONS AND COMMERCIAL TRIALS ON CAMPESINO FARMS.

A MINIMUM OF SIX MARKETING STUDIES ON ALTERNATIVE CROPS TO COCA. FOUR OF THE STUDIES WILL FOCUS ON PROSPECTIVE INTERNATIONAL MARKETS, AND TWO ON DOMESTIC MARKETS. THE STUDIES WILL BE COMPLETED IN FY 1980.

C. ALTERNATIVE MEANS OF OBJECTIVE ACHIEVEMENT

PROJECT A - NARCOTICS CONTROL

THE EMBASSY SEES NO ALTERNATIVE MEANS TO ACHIEVE THE OBJECTIVES

OTHER THAN TO STRENGTHEN THE BOLIVIAN ENFORCEMENT AGENCIES. HOWEVER, THE GOB CUSTOMS SERVICE WILL ALSO BE INCLUDED IN THE OVERALL BOLIVIA NARCOTICS EFFORT. THIS SERVICE, WITH LIMITED COMMODITY ASSISTANCE IN VEHICULAR AND COMMUNICATIONS EQUIPMENT, CAN PLAY AN IMPORTANT ROLE IN ACHIEVING PROJECT OBJECTIVES. IN ADDITION, CUSTOMS FORMS AN IMPORTANT LINK IN PREVENTING THE CHEMICAL AGENTS USED IN THE REFINING OF COCAINE FROM ENTERING THE COUNTRY.

PROJECT B - AGRICULTURAL DEVELOPMENT IN COCA ZONES  
NO VIABLE ALTERNATIVE MEANS FOR ACHIEVING THE OBJECTIVES CAN BE ENVISIONED BY THE EMBASSY AT THIS TIME. THIS IS PRIMARILY DUE TO THE LACK OF SUFFICIENT TRAINED BOLIVIAN  
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PERSONNEL IN THE FIELDS OF AGRICULTURAL PRODUCTION, EXTENSION AND MARKETING PERSONNEL TO MANAGE THE PROGRAM. CONSEQUENTLY, THE ONLY ALTERNATIVE TO THE "ON THE JOB" TECHNICAL ASSISTANCE ACTIVITIES PROPOSED IN THIS PROJECT WOULD BE MASSIVE INFUSIONS OF GRANT FUNDS FOR LONG-TERM TRAINING OF BOLIVIAN PERSONNEL. THIS WOULD BE PROHIBITIVE IN COST, WOULD REQUIRE A MUCH LONGER TIME TO ACCOMPLISH PROJECT OBJECTIVES AND WOULD CREATE COMPETITION WITH OTHER SECTORS OF THE BOLIVIAN ECONOMY FOR SCARCE HUMAN RESOURCES.

#### D. ACCOMPLISHMENTS TO DATE

##### PROJECT A - NARCOTICS CONTROL

THE DNSP HAS EXPANDED ITS TERRITORIAL ENFORCEMENT COVERAGE FROM FOUR LOCATIONS IN 1976, LA PAZ, ORURO, COCHABAMBA, AND SANTA CRUZ, TO 17, AND TWO MORE AGENCIES ARE SCHEDULED TO OPEN THIS YEAR. THE FOUR PRINCIPAL OFFICES, LISTED ABOVE, ARE NOW WELL MANNED AND EQUIPPED WITH VEHICLES AND COMMUNICATIONS SYSTEMS--TELETYPES, VHF AND SSB SERVICE. FOUR OTHER DISTRICTS ARE EQUIPPED ONLY WITH HF/SSB AND ARE LIMITED IN THEIR CHANNEL RADIO COMMUNICATIONS. THREE OTHER SELECTED REGIONS, PUERTO SUAREZ, GUAYARAMARIN AND TRINIDAD WILL HAVE HF/SSB INSTALLED BY SEPTEMBER 1978 AND ALL OF THESE SEVEN WILL HAVE EXPANDED SSB FREQUENCY AND CHANNEL RADIO OPERATION BY SEPTEMBER 1978. THE REMAINING EIGHT LOCATIONS STILL LACK MANPOWER, VEHICLES AND RADIO COMMUNICATIONS.

FOUR-MAN INFORMATION AND ANALYSIS UNITS HAVE BEEN PLACED IN LA PAZ AND SANTA CRUZ AND ARE FUNCTIONING. ADDITIONAL INTELLIGENCE TRAINING IS COMTEMPLATED DURING CY 1978 TO EXTEND THIS SERVICE TO ORURO AND COCHABAMBA.

COMPLETION OF A DETECTOR DOG FACILITY WHICH WILL FORM AN INTEGRAL PART OF AN INTERNATIONAL AIRPORT CONTROL AND SURVEILLANCE SYSTEM IS EXPECTED BY JUNE 1, 1978. PLANS

FOR THE USE OF A DETECTOR DOG IN THE LA PAZ AIRPORT ARE NOW  
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UNDERWAY.

A PROGRAM TO REGISTER ALL COCA PRODUCERS IN THE COUNTRY WAS  
COMPLETED IN OCTOBER 1977 WITH A TOTAL REGISTRATION OF  
13,376 FARMERS, OF WHICH, 5,779 WERE LOCATED IN THE  
CHAPARE REGION.

AS A COMPLEMENT TO THE COCA FARMER REGISTRATION PROGRAM PLANNING  
IS UNDERWAY TO CONDUCT A REGISTRATION AND LICENSING OF ALL  
MERCHANTS AND MIDDLEMEN DEALING IN COCA WHICH SOULD BEGIN  
O/A JUNE 1, 1978.

UNDER A REGIONALLY FUNDED PROJECT FOR ENFORCEMENT, INTELLIGENCE  
GATHERING AND AIRPORT CONTROL, AN INTERPOL NARCOTICS  
TELEX SYSTEM HAS BEEN INSTALLED WHICH PROVIDES THE DNSP  
WITH THE CAPABILITY TO COMMUNICATE AND INTERCHANGE INFORMATION  
WITH ITS NEIGHBORING COUNTRIES, PARIS AND WASHINGTON DC.

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WHILE NOT FUNDED IN THIS PROJECT, DEA IN-COUNTRY TRAINING ON  
"INSTRUCTOR METHODS" WAS CONDUCTED IN APRIL 1978. FOUR  
PROSPECTIVE DNSP OFFICER INSTRUCTORS ARE CURRENTLY UNDER-  
TAKING ADDITIONAL TRAINING IN WASHINGTON D.C. WITH FOUR MORE  
EXPECTED TO COMPLETE SIMILAR TRAINING BY SEPTEMBER 1978.

THESE PEOPLE WILL FORM THE GOB INSTRUCTOR STAFF FOR ALL  
FUTURE IN-COUNTRY NARCOTICS TRAINING.

PROJECT B - AGRICULTURAL DEVELOPMENT IN COCA ZONES  
APPROXIMATELY 1,300 CAMPESINOS AND CAMPESINO LEADERS HAVE  
BEEN INTERVIEWED IN THE CHAPARE IN THE FELT-NEEDS STUDY.  
PRELIMINARY DATA ANALYSIS OF THEIR COMMUNITY SERVICE NEEDS AND  
A MATRIX OF PRIORITY COMMUNITY SERVICE PROJECTS HAVE BEEN  
COMPLETED. SIMILAR INTERVIEWS WITH CAMPESINOS AND CAMPESINO  
LEADERS ARE UNDERWAY IN THE YUNGAS.

THE BOLIVIAN AIR FORCE (DIVISION OF AERIAL PHOTOMAPPING)  
HAS COMPLETED OVERFLIGHT PHOTOGRAPHY OF 70 PERCENT OF THE  
YUNGAS AND CHAPARE, AND HAS TURNED OVER TO PRODES APPROXIMATELY  
1,000 PHOTOGRAPHS AND FOUR MOSAICS. OVERFLIGHT PHOTOGRAPHY  
WILL BE COMPLETED BY JUNE 30, 1978 AND MOSAICS PRODUCED AND  
SUBMITTED TO PRODES BY JULY 31, 1978. THESE MOSAICS WILL BE  
USED TO SELECT A REPRESENTATIVE AREA FRAME SAMPLE OF CAMPESINOS  
FOR THE COCA PRODUCTION AND COSTS AND RETURNS STUDY.  
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THE MULTIDISCIPLINARY STUDY CONDUCTED BY THE MUSEUM OF  
ETHNOGRAPHY AND FOLKLORE REGARDING LEGAL USES OF COCA, CONSUMPTION  
PATTERNS AND OTHER SOCIO-CULTURAL INFORMATION WAS  
COMPLETED IN MARCH 1978. THE STUDY POINTS UP PREVIOUSLY  
UNKNOWN FACTS ABOUT USE PATTERNS BY SOCIO-ECONOMIC,  
STAGE OF LIFE AND GEOGRAPHIC VARIABLES. IT ESTABLISHES NEW  
BENCHMARK INFORMATION NECESSARY FOR CONSIDERATION IN  
DEVELOPING VIABLE PROGRAMS FOR LEGAL COCA PRODUCTION, REGISTRATION  
AND DISTRIBUTION ENFORCEMENT.

INTERVIEWERS HAVE BEEN TRAINED AND FIELD INTERVIEWING BEGUN  
WITH A SAMPLE OF CAMPESINO PRODUCERS IN THE YUNGAS AND CHAPARE  
FOR THE SOCIO ECONOMIC STUDY. THE RESULTS OF THIS STUDY,  
TO BE COMPLETED LATE IN CY 1978 WILL PROVIDE BENCHMARK  
PRODUCTION, COST AND RETURN, AND LEVEL OF LIVING INFORMATION  
ABOUT FARMER IN COCA GROWING AREAS, COCA PRODUCERS, COCA AND  
OTHER CROP ENTERPRISES.

THE ONE YEAR COFFEE PRODUCTIVITY AND SANITATION CAMPAIGN WITH  
COFFEE PRODUCERS IN THE YUNGAS, WILL BE COMPLETED IN AUGUST,  
1978. APPROXIMATELY 350 LEADING CAMPESINO COFFEE GROWERS HAVE  
BEEN COOPERATING WITH THE MINISTRY OF AGRICULTURE EXTENSION  
SERVICE IN PRACTICING AND DEMONSTRATING IMPROVED CULTURAL  
PRACTICES. EMPHASIS HAS BEEN PLACED ON INCREASING  
COFFEE PRODUCTIVITY AND TOTAL OUTPUT WITH EXISTING AND IMPROVED  
VARIETIES BY ADOPTING IMPROVED SHADE, WEED AND DISEASE CONTROL  
METHODS, AND WITH LEGUMINOUS AND SOME CHEMICAL  
FERTILIZERS.

A TWO YEAR CACAO PRODUCTIVITY AND SANITATION CAMPAIGN, SIMILAR TO THE COFFEE CAMPAIGN DESCRIBED ABOVE COMMENCED IN APRIL 1978.

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THE UNIVERSITY OF FLORIDA CONTRACT TEAM OF TECHNICIANS IS EXPANDING ITS AGRONOMIC AND AGROECONOMIC RESEARCH TRIALS, WITH MINISTRY OF AGRICULTURAL COUNTERPARTS AT THE EXPERIMENT STATIONS IN SAN PEDRO AND SAPECHO (YUNGAS), AND LA JOTA AND CHIPIRIRI (CHAPARE). IN ADDITION, FLORIDA TECHNICIANS AND MINISTRY EXTENSION SPECIALISTS ARE CONDUCTING DEMONSTRATION TRIALS AT APPROXIMATELY 50 CAMPESINO FARMS IN THE TWO COCA ZONES. THESE TRIALS INCLUDE AT THE PRESENT TIME APPROXIMATELY 16 VIABLE ALTERNATIVE CROPS TO COCA (COFFEE, CITRUS, CACAO, RICE, TROPICAL FRUITS, VEGETABLES, SPICES, ETC) AND MORE THAN 100 DIFFERENT VARIETIES HAVE BEEN INTRODUCED. THE PLAN IS TO EXPAND COOPERATIVE DEMONSTRATION TRIALS TO ANOTHER 50 CAMPESINO FARMS BY THE END OF CY 1978. THE UNIVERSITY OF FLORIDA COMPLIMENT IS BEING EXPANDED BY TWO MORE AGRONOMIST/ HORTICULTURISTS (ONE MORE STATIONED IN EACH ZONE) AND AN EXTENSION/INFORMATION SPECIALIST. ALL RESIDENT TECHNICIANS WILL BE IN-COUNTRY BY THE END OF FY 1978.

PREFEASIBILITY ANALYSIS OF EXPANDING DOMESTIC AND INTERNATIONAL MARKETS FOR COFFEE AND CACAO PRODUCED IN THE TWO COCA ZONES ARE UNDERWAY UTILIZING PREDOMINATE CAPABILITY FIRMS. NEGOTIATIONS ARE BEING COMPLETED WITH IQC FIRMS TO COMPLETE PREFEASIBILITY AND FEASIBILITY STUDIES FOR EXPANDING DOMESTIC AND INTERNATIONAL MARKETING OF CITRUS FRUITS AND OTHER TROPICAL FRUITS PRODUCED IN THE TWO COCA ZONES.

2. END OF SUMMARY NARRATIVE. BALANCE OF ZBB SUBMISSION WILL FOLLOW BY SEPTTEL.  
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## Message Attributes

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